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ABSTRACT

Organization of the Bureau of Indian Affairs (BIA) Central Office of Education activity is evaluated in this unabridged assessment. This report includes: (1) Background (1971 establishment of the evaluation task force composed of experienced field and central office personnel); (2) Scope (functions/organization of BIA central and field based operations; Director's status; grade structure of educational leadership; organizational locations and agency relationships); (3) Approach (group review of organizational documentation and group conducted personal intenviews with over 100 key people); (4) Findings re: Goals and Objectives (need for clarification); Priority Definition (need for more effective implementation of Indian education priority); Outside Influences (Department of the Interior and Office of Management and Budget, Congress, other Federal departments/agencies, Indian tribes and organizations, and other organizations); Distribution of Functions (duplication and confusion); Administration (high turnover rate at the administrative level and delays); Methods of Operation (leadership and cooperation problems); Communications (significant internal and external communication problems); Attitudes (very low morale); (5) Conclusions and Recommendations (goals and objectives, roles and responsibilities, activities by level, distribution of functions, activity relationships, organizational structure, and four options). (JC)

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RESEARCH AND EVALUATION REPORT SERIES NO. 39.01

DEVELOPMENT OF AN ORGANIZATIONAL DESIGN FOR THE OFFICE OF EDUCATION PROGRAMS BUREAU OF INDIAN AFFAIRS

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PREPARED FOR

MR. JAMES E. HAWKINS, DIRECTOR

BY

THE TASK FORCE ON THE FUNCTIONS AND ORGANIZATION
OF THE CENTRAL OFFICE OF EDUCATION PROGRAMS

APRIL 1971

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I N T R O D U C T I O N

This Report reflects a study of the organization of the Bureau of Indian Affairs Central Office Education activity. It has been released previously in an abreviated form but never before in an unabridged form. While the study is dated, it is an important aspect of BIA Education and is offered as a part of the record to those researchers and investigators delving into Indian Education and Federal Programs in Education.

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IN REPLY REFER TO:

Mr. James Hawkins
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Washington, D. C. 20242

Dear Mr. Hawkins:

In accordance with the instructions in your letter of April 6, the Task Force has conducted a study to determine the functions and organization appropriate to the Office of Education Programs. Our report to you is submitted with this letter.

On behalf of all members of the Task Force may I express appreciation for the opportunity of participating in this challenging effort. It was an enjoyable experience, both in the opportunity it offered to contribute and in the thoughtful and courteous cooperation we received from your staff and other BIA personnel with whom we talked.

Sincerely,

L. Madison Coombs

L. Madison Coombs
Chairman

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INTRODUCTION

This document is a report of the Task Force established April 6, 1971, to study the functions and organization of the Office of Education Programs, in the Bureau of Indian Affairs (BIA).

In the course of the study, the group talked with almost a hundred individuals, who are either directly involved in or intensely interested in Indian education. All were generous of their time, friendly, and forthright in sharing their experience and points of view. The Task Force appreciates their capable cooperation.

The report is presented in six major sections. For a quick review, an Executive Summary, bound separately, covers the highlights of the study. Chapters I, II, and III provide brief explanations of the reasons for the study and its scope and methodology. Chapter IV comments on the study group findings, and Chapter V presents Task Force conclusions and offers specific recommendations.

I BACKGROUND

Over the past several years, there has been an accelerating development of national educational programs and an intensification of Federal interest in Indian matters. These new emphases have generated a need for corresponding advances in the development and administration of programs supporting them. Like most Bureau of Indian Affairs elements, the Office of Education Programs was affected. There have been several efforts to work out effective solutions. In part, these have been somewhat hampered by changes in BIA positions, and by an inability to provide simultaneously the time and talent to complete the effort.

When Mr. James E. Hawkins was appointed Director of Education Programs, he perceived organizational and functional classification and updating as a priority requirement. To meet the need promptly, he established an ad hoc task force of experienced personnel, representing both Central Office and field experience, to consider the problem. Appendix A details the composition of the Task Force and the Director's instructions to the group and to his staff regarding the project.

II SCOPE

The Task Force was charged by the Director of Education Programs to review functions and organization of the Central Office of Education Programs, to study its objectives and responsibilities, and to make recommendations for an organizational structure which would best meet its goals. (See Appendix A)

The Director, in his meeting with members of the Task Force, outlined certain other parameters for the study:

- Although the roles of others in the field of Indian education should be noted by the Task Force, the Director requested recommendations as to the functions and organization for the Central Office only.

- Location of Central Office of Education Programs functions is an important element in the effectiveness of operation. The Task Force was asked to submit judgments as to which functions should be performed in the Washington element and which might be more appropriately performed in a field-based Central Office element or elements. The Task Force was not asked to try to deal with the specific geographic location of field-based elements.

The Director outlined some specific matters for study which he believed to be particular problem areas. The Task Force believes that its conclusions and recommendations bear on most of these points. In addition, the Task Force has reached some conclusions, which, although not directly within the guidelines of the study, the Task Force feels are of compelling importance and makes pertinent recommendations accordingly. These deal with the status of the Director of Education Programs, the grade structure of the educational leadership, the organizational location of Program Planning and Analysis, and the relationship of Adult Education and Adult Vocational Training to the Office of Education Programs.

III APPROACH

Recognizing a pressing need for an intensive review of the existing organization of the Central Office of Education Programs, the Director responded by requesting the help of his entire staff. He established a Task Force to study the existing structure and to make recommendations for a more efficient and effective operation.

The Task Force worked within a three-phase plan of action which allowed one week each for planning, data collection, and analysis and report writing.

Proceeding with its charge, the Task Force explored in depth for the Central Office the following:

- Organization roles and how these roles were interrelated
- Organizational structure and the feasibility of locating it in and outside of Washington
- Functions which are not in the educational area but have meaningful relationshps with Education Programs

The Data Collection Phase included two approaches:

- Group review of relevant documentation such as statements of goals and objectives, organizational functions, etc.
- Group-conducted personal interviews (on a one-to-one basis) with key officials in and out of BIA and with members of the Educational staff, both in Washington and in the field.

The Task Force report presents recommendations representing the views and concerns expressed by every level of operation within the bounds of the Central Office.

Although the views regarding problems display something of a pattern, the suggestions as to remedial action understandably reflect a broader diversity which stems both from thoughtful conviction and from the various positions and experiences of individuals.

The Task Force considered all these elements, but the conclusions and recommendations were in no sense developed on a "balloting" basis. Rather, they were a product of the documentary research, the interviews, discussion, and the substantial and varied experience of the Task Force members, tempered and reinforced by group discussion, review, testing for logic, and reexamination.

Throughout the process, the Task Force goal was a solution which recognized that the total Education Program must be responsive to Indian people at the local level and must allow for self-determination without termination. These are major concerns of the Director of Education Programs.

IV FINDINGS

The data-gathering phase disclosed substantially varied points of view as to the quality of Education Program activities and the ways and means of their improvement. Although Task Force efforts were directed toward goals, functions, and organizational matters, it was impossible to exclude numerous other factors which had varying degrees of influence on the success of educational programs. Manifestly, the more significant of these interrelated factors should be included in this summary of findings. The eight principal categories are:

- Goals and Objectives
- Priority Definition
- Outside Influences
- Distribution of Functions
- Administration
- Method of Operation
- Communications
- Attitudes

Each factor has its unique effect. Some are amenable to an organizational approach. The following comments represent the significant points that stand out in a review of interview responses, coupled with direct experiences and perceptions of Task Force members.

Goals and Objectives

A review of responses to questions dealing with goals and objectives reveals a lack of knowledge of goals, and marked differences in opinion concerning education goals and how they can be reached. Many comments were student-centered and wide-ranging. A respondent defined the goal as one "to provide an opportunity for Indian students to obtain an education to do what they want to do." Another saw it as designed "to promote students' confidence in themselves." Others cited the need for improvement in research and for measures to determine program effectiveness. The variety of responses suggested the need for a clearer enunciation of the organization's mission or primary aim.

Appendix B contains the official statements on BIA education objectives. Some portions of these statements of policy have not been revised for seventeen years.

Priority Definition

The findings reveal that during the past five years there has been increasing National attention to the needs of Indian children. The result has been a growing focus on Indian education -- much of it critical. One result appears to have been a number of changes of leadership and a resulting lack of continuity in the Bureau's educational efforts. It is felt that this contributed to the virtual unanimity of opinion that the organization as constituted has not been effective.

Outside Influences

An important factor in organizing for Indian education is the need for a capability to deal with relevant outside influences. "Outside"

here refers to outside of the Office of Education Programs of the Bureau of Indian Affairs. Obviously, the Office of Education Programs does not function in isolation, nor for that matter, does the Bureau of Indian Affairs. It is well understood that many outside agencies and organizations contribute to the formulation of Indian policy.

Moreover, during recent years, (with the Indian problem receiving increasing emphasis) more and more groups have "wanted a piece of the Indian action". An arrangement of some (but not all) of these groups by categories follows:

Within the BIA -

- The Commissioner's Office
- Community Services
  - Social Services
  - Employment Assistance
  - Roads
- Supporting Services

Line authority flows from the Commissioner's Office. The Office of Education Programs shares mutual concerns and responsibilities with the Community Services activities -- vocational education, adult education, boarding school enrollment, school transportation, etc. Obviously, Supporting Services are important to Education in such "housekeeping" fields as finance, personnel, procurement, plant management, and plant design and construction. Experience indicates a need for care that "supporting" services do not make program decisions regarding the use of funds and the development of personnel. Here the Office of Education enters into competition with all other Bureau activities for a share of the appropriation dollar and personnel ceilings.

- The Indian Education Advisory Committee

This body is only quasi-BIA in nature, being appointed and funded by it, but having autonomy so far as its recommendations are concerned.

The Department of the Interior and Office of Management and Budget - Much of the Commissioner's authority is delegated by the Secretary of the Interior. The Office of the Secretary exercises about as much authority over Indian Affairs as it chooses to and in recent years, it has chosen to exercise a great deal. Also, the struggle for the budget dollar and personnel allowances continues at the Departmental and OMB level. It is not unusual for OMB to enter into the making of program decisions, particularly in the setting of priorities.

The Congress - The appropriation struggle reaches its zenith here with Congress having the ultimate say in which programs will or will not be funded. Congress also sets Indian policy as follows:

- By authorizing legislation
- By resolution (for example, House Concurrent Resolution 108)
- By Congressional hearings (for example, The Senate Subcommittee on Indian Education)
- By confirmation of appointments
- By General Accounting Office investigations

Other Federal Departments and Agencies - Whereas less than ten years ago the Bureau of Indian Affairs was almost solely responsible for Federal services to Indians, there now exists a multiplicity of agencies with a "piece of the Indian action." (See Appendix C)

Indian Organizations - For a good many years various "Indian interest organizations" have pleaded Indian causes, sometimes as lobbyists in Congress, sometimes as publicists endeavoring to inform the public on the Indian point of view. These organizations have increased in recent years. A number are very influential. (See appendix)

Tribal Organizations - The position of tribal groups in control of their own affairs has been enhanced enormously in recent years.

Non-Indian and Non-Federal Agencies and Organizations - (See appendix for a list of organizations representative of those directly and significantly involved in Indian education.)

Distribution of Functions

The functional statement contained in the Departmental Manual was used as a point of departure for review of functions of the Office of Education Programs. Other functional statements, with varying degrees of official acceptance, were also made available during the course of the study.

Functional statements relative to the existing organizational structure are divided between two perceptions:

- Functions based on a structure developed for an Assistant Commissioner for Education which dated back to 1969 and included organizational units below the Director's level.
- Functions of the Directorship based on the 1970 realignment of BIA as contained in the Interior Departmental Manual. This structure related the Office of Education Programs to an Associate Commissioner for Education and Programs.

The functional statements under the Assistant Commissioner concept were overlapping and confusing, especially in regard to the three Washington-based divisions. Interviews with staff members reflected this confusion. Some professional employees felt immobilized because of lack of understanding regarding basic roles.

Several substantive units seemed to be doing many of the same tasks under different names. As a prime example, each division appeared to believe that one of its basic functions pertained to training teachers. Hence, different organizational units were designing independent teacher training programs, and each was doing this in behalf of the same field teachers. This was further confused because there was little, if any, contact with Area Offices having immediate supervision over the teachers.

Under the existing organizational arrangement, some functions of the Office of Education Programs are geographically located in the field. The Task Force did not find a published rationale for this arrangement; yet, many interviews indicated that certain functions of the Office should be field-located, closer to the action.

Administration

The bottlenecks that seemed to create the most immediate problems were delays related to the Associate Commissioner's Office. This was principally because his was the only office with authority to approve the travel of Washington Office staff. In addition, the Associate Commissioner's Office (or a higher one) is required to sign all correspondence of a directive nature. Because this office was never fully staffed, it was difficult to determine whether the lack of full staffing or some other shortcoming caused the delays.

In general, Washington and field people believe that the Office of Education Programs has its proportionate share of talent. The turnover in top leadership and the present organization contributed to the under-utilization of this talent. Moreover, there are a large number of unfilled positions created by an unusual amount of turnover in staff and by replacement problems under the personnel freeze.

Much of the energy of the current staff appears to be dissipated in shopping for new jobs either in the field or outside the BIA.

Methods of Operation

Almost unanimously, those interviewed pleaded for strong leadership and coordination for the Office of Education Programs. Most of these reactions were prefaced with a remark that there had been no permanent Director for some time, and that operations have consequently proceeded with no continuity of direction. Many interviewees expressed confidence in the new Director and indicated support for, and approval of, the positive steps already taken by him to provide strong leadership.

The most common complaint regarding method of operation pertained to the competition among office divisions. Instead of cooperation and teamwork, the Task Force was told that division heads and other education personnel were working toward building empires and strongholds for individual interest groups. Already vague, as a result of a questionable organization structure, lines of responsibility virtually disappeared, resulting in overlaps throughout all divisions.

Communications

Varying degrees of problems in communications were noted, parti-

cularly in areas involving management information flow, internal communications, external communications and exchange of innovations.

Although there is some attempt to maintain a central file within the Division of Instructional Services, this function does not achieve complete maintenance of the correspondence and other files. Noted as most critical is the absence of reading files for maintaining contact within the Office. Lack of central data collection is also significant, as is the absence of a flow of management and operating information from and to schools.

Internal Communications - Pointed up as a most significant problem is the lack of control, input, and dissemination of information among the divisions and offices within the Office of Education Programs. This has caused a lack of cohesiveness and coordination of effort.

Many feel there is need for staff meetings at various levels within the Office of Education Programs for sharing, coordinating, and disseminating .

Better office management is sorely needed. Required is a more efficient handling of mail and telephone calls to assure that professionals, rather than secretaries, engage in decision-making. There must be greater care in the assignment of action on controlled correspondence.

Also noted was the need for the Central Office to become better acquainted with, and more knowledgeable about, its own functions, especially those not located in Washington, D.C. There appeared to be virtually no program for intra-office communications within the Office.

Another aspect of internal communication problems involved mistrust. One comment was "stop playing games -- be honest."

External Communications - Although an in-house document published by the Division of Instructional Services has attempted to serve as an information-sharing and communication document for Education, the concensus was that this has been quite inadequate.

Equally apparent is a lack of communications with offices outside Education. One person commented that Education worked in a vacuum. Contacts with outside agencies have been limited to individual initiative and effort, rather than a coordinated Education Programs effort.

Exchange of Innovations - For various reasons, the lack of cohesiveness within Education has limited the sharing of programs, particularly those of an innovative type, and has not allowed for unity of effort.

Attitudes

Probably the most common theme in every interview was the low level to which morale had fallen. This was evident in such comments as "lack of trust", "paranoia", "rumor and suspicion", "lack of understanding". People complained about the lack of support accorded Education by top management, which allowed the control and leadership of Education to dissipate by:

- Not appointing a permanent Education incumbent
- Downgrading it from Associate Commissioner status
- Letting other segments of the Bureau assume control

The persistent rivalry and nonexistent communications were characterized as flaws leading to lack of confidence and apathy in the organization. It was felt by many field personnel that Central Office contacts had become either undependable or pejorative. This situation created much ill feeling.

Personnel policies with respect to promotion, transfer, and hire were also identified as sources of deterioration of morale:

"People are not treated humanely"

"Outsiders lacking knowledge calling the shots"

"Indians hired regardless of competence"

"Accomplishments not acknowledged"

"Favoritism among the staff"

The one encouraging note was sounded by many people who appreciated being asked their opinions by the Director and therewith expressed a faith that this and other signs of his leadership and relative permanence was cause for hope. There is inherent danger in this, of course, in that expectations may not be sufficiently realized.

The attitudes of Indian and non-Indian respondents did not significantly differ from each other.

V CONCLUSIONS AND RECOMMENDATIONS

The Task Force conclusions and recommendations are presented in terms of five major elements:

- Goals and Objectives
- Roles and Responsibilities
- Functions
- Organization
- Suggestions for Implementation

In those cases where there appeared to be several desirable alternatives, the report includes these, with comments as to the pertinent pros and cons.

Goals and Objectives

Appendix B contains an extract of that portion of the Manual of the Department of Interior which deals with the Office of Education and Programs.

The overall function, as stated in Section 130.1.1, is sound:

> "The Bureau, in cooperation with Indian and Alaska Native people, seeks for them adequate educational opportunities in public education systems, assists them in the creation and management of educational systems for their own benefit, or provides from Federal resources the educational systems needed."

The current guidelines supporting overall Indian education objectives, also included in the Appendix, are not up-to-date. To make the function operational, these guidelines should be updated to define more accurately what constitutes "adequate" education in any system serving Indian students in the 1970's. Operational provision should be made for greater emphasis

in helping Indians and Native Alaskans develop and manage an educational system.

Most important, this statement and standards or criteria for making it operational should be discussed at staff meetings, in publications, and in other exchanges, so that Education employees at all locations and levels can understand and apply concerted effort toward accomplishment.

Roles and Responsibilities

The levels are described beginning at the lowest level, so that their relationships may be seen in proper perspective.

Schools - The school is the operating unit. At this level the philosophy of education is implemented. The school is responsible for the curricula and for the maintenance of standards. Also the school provides professional leadership, and promotes a high level of morale both within the staff and among the students. The education staff maintains school records, school reports and correspondence, and makes recommendations for the improvement of the education program.

Agency - The Agency prepares a yearly plan of educational activities in light of reservation needs and in conformity with Bureau programs, policies, and standards. When approved by the Agency Superintendent, the plan becomes the reservation's education program.

Area - In collaboration with Agencies, the Area Office:

- Formulates and inaugurates education programs based upon the resources of the reservations and adapted to the needs of the Indian children who are enrolled in the boarding and day schools.
- Evaluates and checks on conduct of reservation programs to determine whether or not they conform to the overall objectives and policies of the Bureau.

- Develops and maintains good relationships with state and public school authorities.
- Appraises the work of education personnel and recommends modification in procedures to increase efficiency.
- Assists Superintendents and their staffs in the preparation of plans and budget estimates for the effective operation of the schools.

The Area also reviews and appraises recommendations which may concern policy or program changes suggested to the Area Office by Agency Superintendents, Boarding School Superintendents, or Reservation Principals, and specifies those which should be referred to the Central Office.

The Office of Education Programs - This office provides leadership and assists in the planning, development, and evaluation of an overall education program for Indians and Alaskan Natives.

The Bureau of Indian Affairs - The Commissioner and Associate Commissioner provide leadership in interpreting Departmental policy with regard to programs for Indians and Alaskan Natives.

The Department of the Interior - The Department has the responsibility for the management, conservation, and development of natural resources. It has as an objective the orderly incorporation of Indian groups and individuals into our national life by creating conditions which will advance their social and economic adjustment.

Activities by Level - To support the philosophies discussed in the paragraphs above, the Task Force developed a chart which summarizes and compares by level the major management activities as they relate to the overall conduct of the Indian Education Program. The chart is presented on the following page (Figure 1).

Figure 1

RELATIONSHIPS AND LEVELS OF ACTIVITIES

Activity \ Level	Department	BIA Commissioner	Central Off. of Education	(Inter) Area	Agency	School
Direction	✓	✓	✓	✓	✓	
Allocation	✓	✓	✓	✓	✓	
Coordination			✓	✓	✓	
Review and Evaluation	✓	✓	✓	✓	✓	✓
Technical Assistance (Consulting)				*✓		
Program Design				✓		✓
Operation						✓
Planning	✓	✓	✓	✓	✓	✓
Budgeting	✓	✓	*✓	✓	✓	✓
Staffing Standards	✓	✓	✓	✓	✓	✓
Reporting & Recording	✓	✓	✓	✓	✓	✓
Contracting			✓	✓	✓	✓

* Squares denote primary level for an activity.

Distribution of Functions

Eight major functions in the Indian education field were identified and defined as follows:

General Management - This major function consists of those activities which have as their purpose the general regulations, directions, execution, and control of the affairs of the Office of Education Programs of BIA. This includes the execution activities of the Director, which are concerned with discharging the duties assigned to him, and involve activities such as direction, allocation, coordination, review and evaluation, project design, planning, budgeting, decisions, determination of staff standards, and school contracting.

Internal Services - This major function is concerned with services provided to General Management and to the operational units within the educational activities of the Bureau of Indian Affairs. The services are supporting ones and include, but may not be limited to, such activities as:

- Planning - Coordination of the educational program planning activities of the Bureau.
- Financial Services - Coordination of Education's budget and fund allocation activities, based on established priorities.
- Records and Reports - Providing an orderly arrangement of data, and procedures for collecting and organizing data pertinent to various educational interests such as pupils, staff, facilities, and finance.
- Office Management - Dealing with activities concerned with the general administrative functions of the Central Office of Education Programs; e.g., personnel management, property management, records management, etc.

Research, Evaluation and Program Review - This major functional category consists of activities entailing the conduct of, or causing to

be conducted, basic research and evaluation studies or program reviews, the results of which provide information for immediate or long-range applications in the field of Indian education. Efforts include:

- Identification of needs, determination of purposes, and decisions regarding the means by which desired outcomes can be obtained.
- Inquiries and searches to find better procedures for accomplishing new objectives that appear desirable.
- Assessments and objective measurements of achievements or products which have implications for standards for school operation, staffing, training or retraining needs and other aspects of educational programs serving Indian students.
- Monitoring contract research.
- Serving as the Office of Education Programs' focal point for research.
- Preparing and maintaining the Bureau's Education Research Plan.

Communication Services - This major function assists the Director of Education Programs in communicating to all Bureau education personnel, school board members, and other persons directly responsible for Indian education programs, the Director's objectives, plans, and guidelines. The services facilitate a two-way flow of communication so that the Director of Education Programs will have the benefit of the wishes, ideas, opinions, and experience of the Indian cons[illegible] Bureau personnel, and non-Bureau sources concerned with Indian education. To this end the function involves the development of publications, newsletters, and other means of ensuring a free flow of information which will result in common understandings and shared goals.

Legislative Liaison - This major function provides coordination of the

Indian educational program with concerned governmental agencies, Indian interest groups, and others. It includes interactions with Legislative and Tribal Relations Offices (such as suggesting and reviewing legislation) to stimulate and coordinate Bureau participation in all opportunities for improved Indian education. It also serves as focal point for controlled correspondence and other sensitive contacts.

Contracts and Grants - This major function includes the primary responsibility for the distribution of flow-through money for grants to Indian students attending colleges and universities, and for funds allocated to school districts and tribal groups for the operation of pre-school, elementary, and secondary education programs. These funds are distributed to Area Offices and Agencies which in turn make the grants to individual students and negotiate the contracts with states, Tribal corporations, or school districts.

This function provides leadership and technical assistance to contractors and Area Offices in their administration of the programs. It provides special direction to assure that Indian people have every opportunity to administer these programs directly when such responsibility is desired.

Consultative Services - This major function of providing technical assistance to operating levels, conducted primarily by personal contact, is concerned with the continuous diffusion of methods, procedures, and practices essential to designing innovations and implementing tested improvements in education, including school facilities and teacher quality. It also provides technical assistance to other Central Office functions, including the "Title" programs.

School Operation Coordination - This major function coordinates the programs and enrollment policies of those schools whose student bodies are drawn partially or wholly from outside a single Area Office jurisdiction. (This includes the post-high school consortium and any schools reporting directly to the Central Office.)

The function provides leadership in assessing and planning for meeting emergent needs through the changing of curricula, the shifting of enrollments, and the establishment or closure of school facilities. It also maintains liaison and coordination with the programs of Adult Vocational Training and Adult Education.

It works within a policy of maximum delegation of authority for actual school operations at the local level and the provision of housekeeping services through agreement with existing services in proximity to each individual school.

Function-Activity Relationships

To summarize and compare the scope of activity in these functions, the Task Force developed a Table of Functions and Activities (Figure 2) designed to present an illustrative "profile".

Eleven activities were identified. Five of them -- direction, coordination, planning, allocation, and budget -- comprise the major concerns of the Office of Education Programs. Activities considered basic to a function are indicated by checks in the Table.

It should be noted that project design was not considered basic to any Central Office function -- rather, it remains largely in the domain of intermediate and local-level educational operations. School operations, a twelfth activity, was not used; as seen by the Task Force no function of the Central Office related to it.

Figure 2

FUNCTIONS AND ACTIVITIES

Function / Activity	School Operation Coordination	Consultative Services	Contracts and Grants	Communication Services	Legislative Liaison	Research Evaluation and Program Review	Internal Services	General Management
Direction	✓	✓	✓	✓	✓	✓	✓	*✓
Allocation			✓			✓	*✓	✓
Coordination	*✓	✓	✓	*✓	*✓	✓	✓	✓
Review and Evaluation		✓				*✓		✓
Technical Assistance		*✓	✓			✓		
Project Design		✓				✓		✓
Planning		✓	✓	✓	✓	✓	*✓	✓
Budget			✓			✓	*✓	✓
Staffing Standards		✓				*✓		✓
Reports and Records						✓	*✓	
School Contracting			*✓					✓

*Squares denote primary activity or activities of a function.

While the check marks reflect the concept of the Task Force regarding relationships between functions and activities for the Central Office, the absence of check marks indicates what should be reserved and/or shared with Area Offices. Activities in this category include allocation, review and evaluation, project design, budget, staffing standards, reports and records, and school contracting. The Central Office and the Area Offices must work together to achieve many tasks. It is also obvious that school operations comprise an activity considered the responsibility of Areas, Agencies, and schools.

A presentation of pros and cons relating to the Washington or field location of the functions is contained in Appendix D.

Organization Structure

Criteria - Having identified the appropriate activities and functions within the Office of Education Programs, the Task Force developed the criteria for arranging the functions for the purpose of administrative organization. The organizational criteria applied were as follows:

- Objective - The organization must be an expression of the mission and purpose of the Office of Education Programs.
- Individual Career Aspects - The organization should not only respond to Bureau goals, but should provide a structure which will promote the attainment of individual career goals for all employees.
- Clarity and Completeness - It must include all functions as appropriate to the office.
- Homogeneity to the Degree Possible - The activities of the organization should be grouped according to the closeness of their relationship to one another.
- Span of Control and Distance - A manager should not be required to exceed a reasonable span of control with respect to number

of individuals, distance from them, and time involved for the supervision function. These limits vary with the functions involved. Likewise, the structure should consider both distance from the next level of supervision and from people and organizations served.

- Coordination - The structure should facilitate unit of effort and coordination (including communications in the broadest sense).

- Authority - There should be a clear line of authority to every individual in the organization. Each should be directly responsible to a single supervisor.

- Definition - The organization should be so structured that the content of each element -- its duties, authority, and responsibilities and its relationships with other positions should be clearly defined in writing and published for all concerned.

- Economy - The structure should be arranged and functions dispersed internally and geographically so as to promote economy in day-to-day operations.

- Balance - Elements of the organization should be in balance in terms of size and scope of responsibility.

Structural Arrangements - Alternative organizational arrangements were identified and related to the criteria. During the study, the Task Force collected and reviewed a number of individual efforts for suggested changes to the Central Office organizational structure. A presentation of all these alternatives for consideration as a part of this report has been rejected as not being responsive to the assignment at hand. Instead, the Task Force has selected as appropriate for presentation four organizational alternatives, and has presented them as the options listed below.

- Option one - the present organization.

- Option two - the structure recommended in Progress Report of the Task Force on Realignment, dated January 5, 1971.

- Option three - an organizational arrangement by function.
- Option four - an organizational arrangement by location.

A discussion of these alternatives follows.

Option One -- Present Organization

The Findings portion of this report dwells in detail on matters relating to the present organization. The Task Force is sensitive, however, to the Director of Education's prerogative to consider the present organization structure (Figure 3) as the "basic" option. To provide a foundation for the discussion of other alternatives, the results of an application of Task Force criteria are summarized below:

"Pro"

The Task Force found no significant advantages in the present organizational structure.

"Con"

Span of Control - Too many people report to the Director of Education Programs. The present structure shows 11 individuals competing for his time, not mentioning others outside the scope of his responsibility.

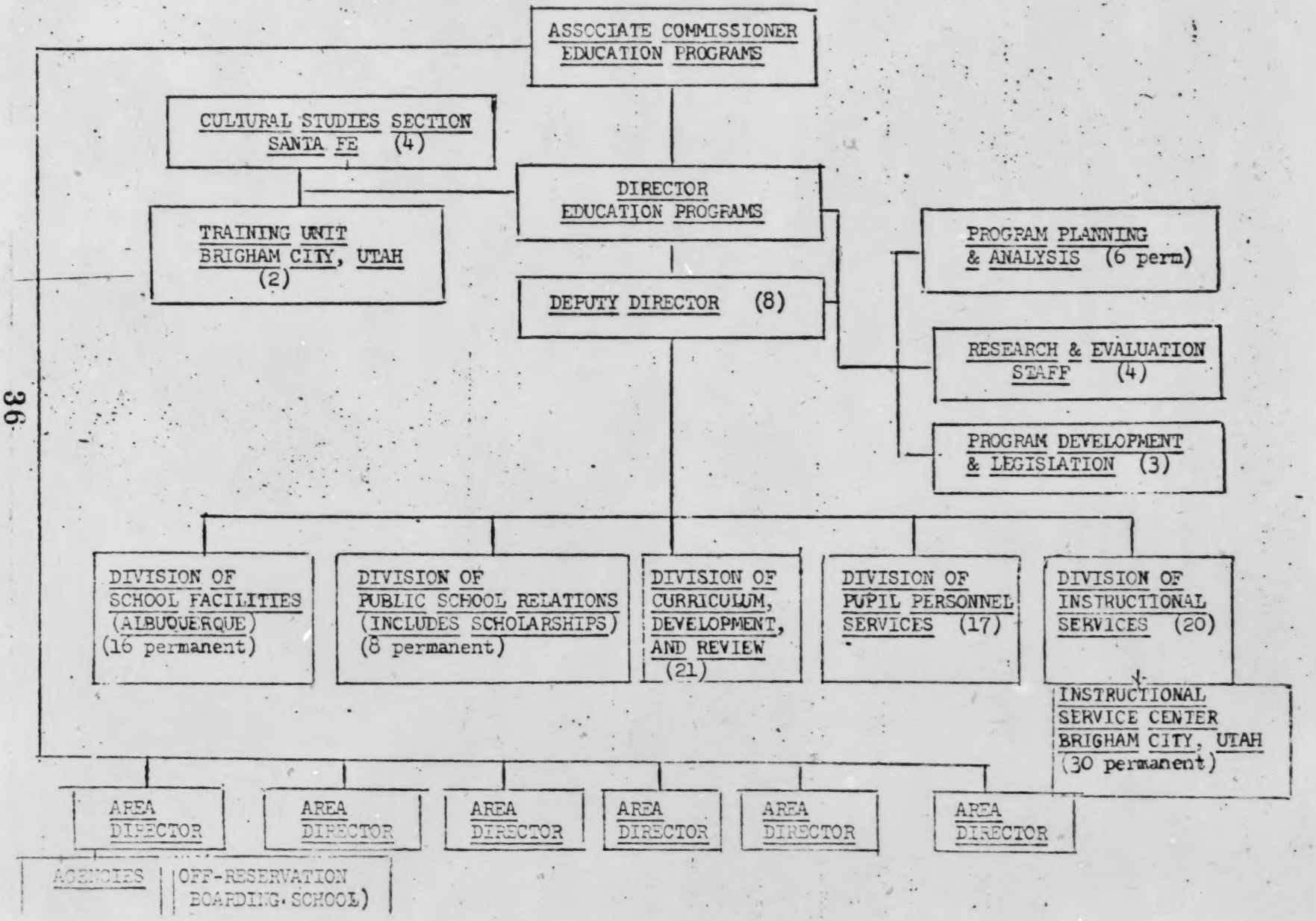
Homogeneity - Too often an organization structure is developed by adding new activities and functions to the existing framework. Examples of this are the Training Unit in Brigham City, Utah, and the Cultural Studies Section in Santa Fe, New Mexico.

Clarity and Completeness - The present organization does not clearly provide for activities relating to Tribal contracts, Title programs, school operations, communications, budgets, and the relationship of the Instructional Services and Pupil Personnel Divisions.

Lines of Authority - Informal operation tends to blur the lines of authority throughout the present structure.

Figure 3

OPTION ONE - Present Organization (Unofficial)


ASSOCIATE COMMISSIONER EDUCATION PROGRAMS
CULTURAL STUDIES SECTION SANTA FE (4)
TRAINING UNIT BRIGHAM CITY, UTAH (2)
DIRECTOR EDUCATION PROGRAMS
DEPUTY DIRECTOR (8)
PROGRAM PLANNING & ANALYSIS (6 perm)
RESEARCH & EVALUATION STAFF (4)
PROGRAM DEVELOPMENT & LEGISLATION (3)
DIVISION OF SCHOOL FACILITIES (ALBUQUERQUE) (16 permanent)
DIVISION OF PUBLIC SCHOOL RELATIONS (INCLUDES SCHOLARSHIPS) (8 permanent)
DIVISION OF CURRICULUM, DEVELOPMENT, AND REVIEW (21)
DIVISION OF PUPIL PERSONNEL SERVICES (17)
DIVISION OF INSTRUCTIONAL SERVICES (20)
INSTRUCTIONAL SERVICE CENTER BRIGHAM CITY, UTAH (30 permanent)
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AGENCIES
OFF-RESERVATION BOARDING SCHOOL)

Option Two -- Progress Report Structure (1/5/71)

In a memorandum to the Acting Director of Education Programs dated January 5, 1971, suggested organizational arrangements (Figure 4) were set forth as recommendations of several Central Office staff members represented as the Task Force on Realignment. These recommendations have been considered and are offered as Option Two. A summary of the results of the application of criteria is as follows:

"Pro"

A goal of being responsive to Indian people on the local level was recognized.

"Con"

- The report recommendations on organization is based on the prerequisite of a broad reorganization concept which was never implemented.
- There was a definite lack of definition of functions.
- There were too many levels of supervision; too vertical a structure.

Option Three

The organizational chart for Option Three (Figure 5) reveals that the Director and Deputy function as a unit, with the general management function placed in this office and providing general direction, execution, and control. Reporting to this office are the Legislative Liaison, Internal Services, and Communications services functions. Also reporting are the functions of Contracts and Grants, Research, Evaluation and Program Review in Washington; and Consultative Services from a field location.

Figure 4

OPTION TWO

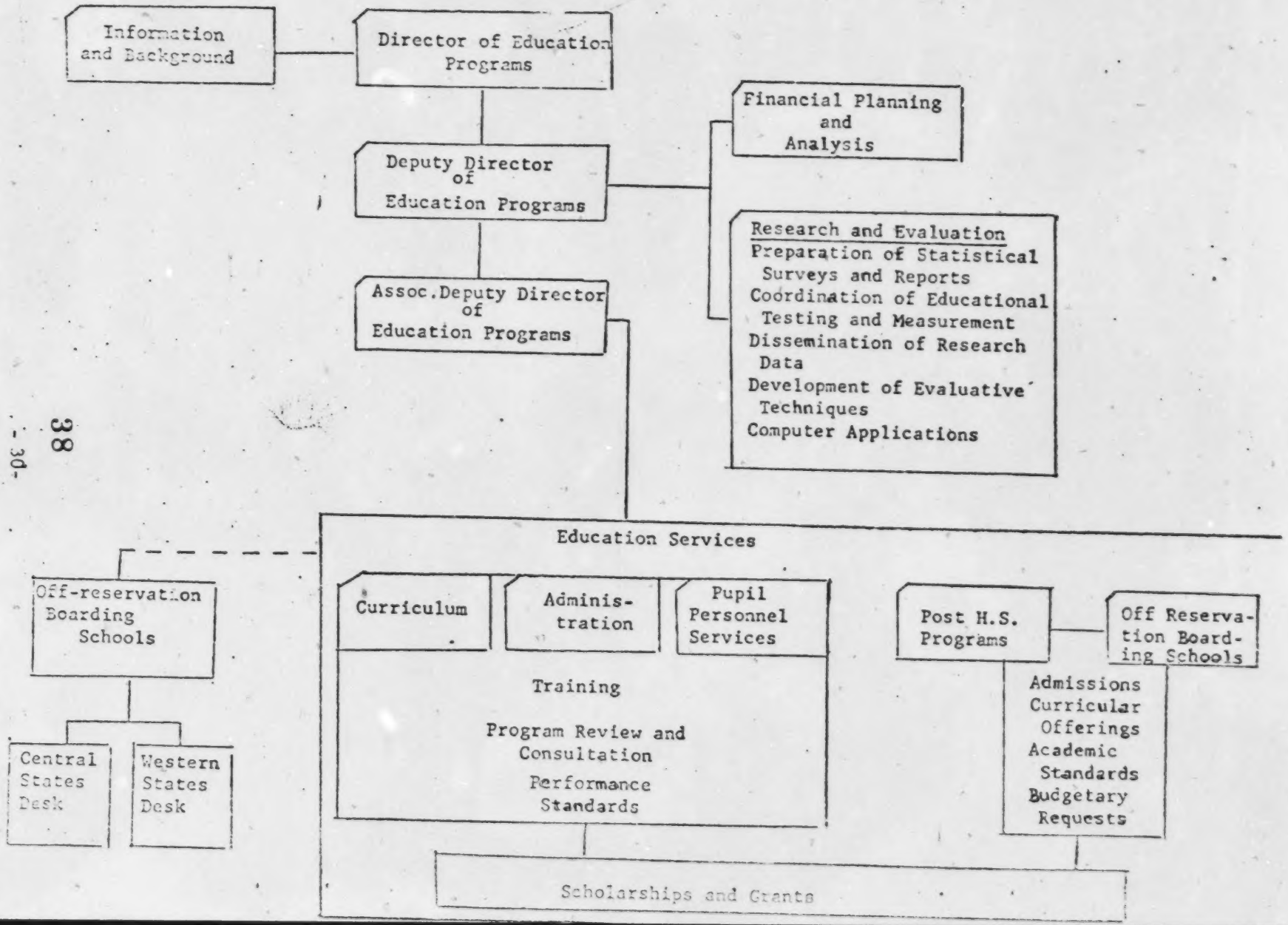
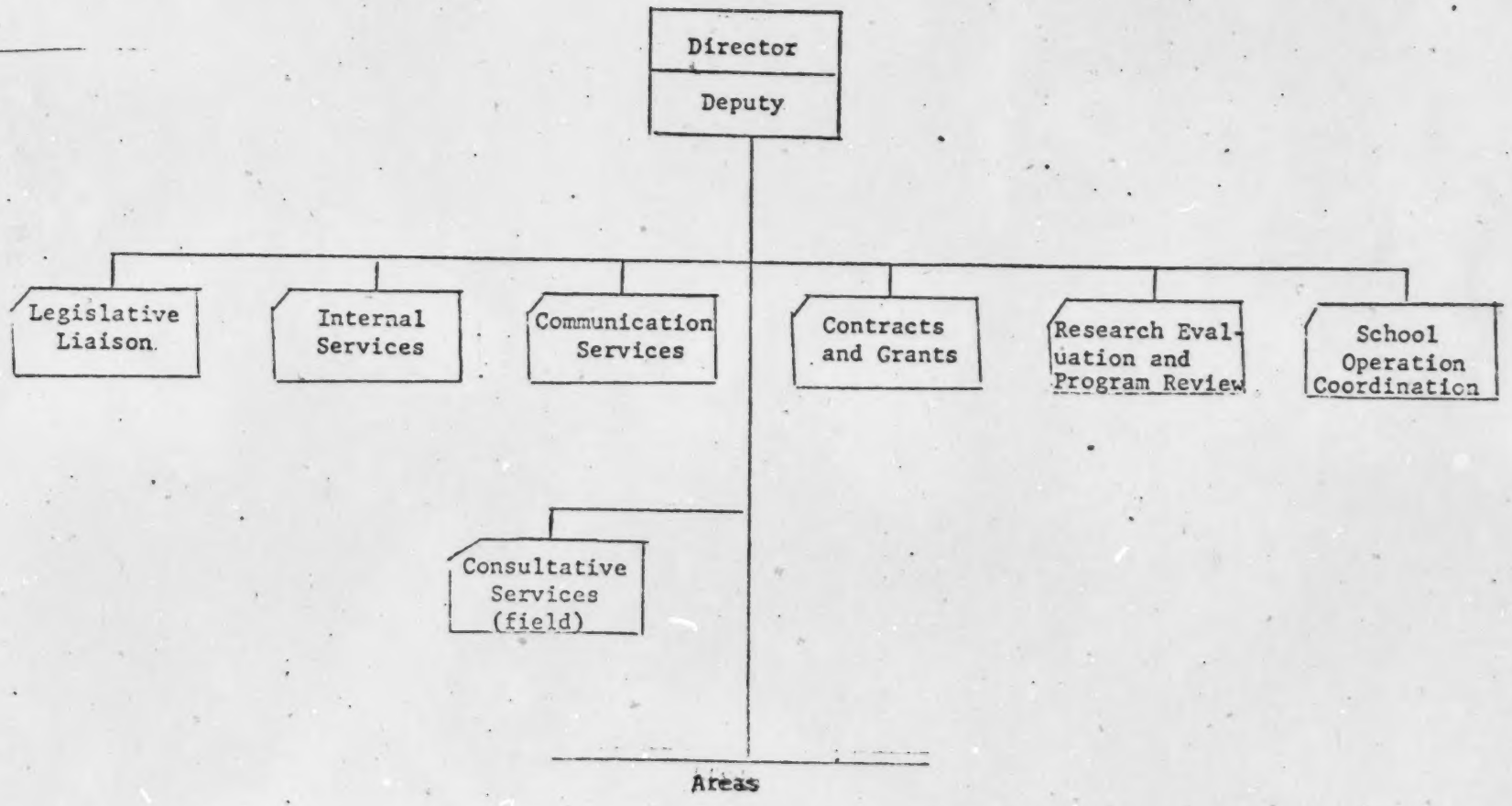


Figure 5

OPTION THREE



A review of the attached functional statements for each of the above reveals that in their totality they provide for the requirements for leadership of Indian Education.

Option Three also places Consultative Services at a field level, thereby putting that function closer to the scene of operations and making it somewhat more accessible to the majority of field personnel. This option envisions that all Education Program staff members based outside of Washington, including the library services, would report to the field office.

This organizational arrangement also provides for closer liaison with Adult Education and Adult Vocational Training by lodging responsibility for these in the School Operation Coordination function. While reduced, the span of control is still extensive. There is a possible overlap between Consultative Services and the Research function. The School Operation function might be considered out of balance in terms of the size and scope of its operations.

The alternative is one of two presented which were developed by the Task Force. It sharpens responsibility assignments along the lines of the major functions defined by the group and discussed in an earlier section of the report, with some structured modifications to meet Task Force standards.

This option offers the Director of Education Programs a great deal of flexibility. The designated functions are clearcut and mutually exclusive. Thus, this option may be implemented with a

separate organizational unit for each function as indicated, or the functions may be regrouped as the Director of Education Programs finds expedient.

This option meets the organizational criteria tests, but group discussion disclosed some feeling that it might be desirable to reduce even further the span of control. Option Four was the result of explorations in that direction.

Option Four

This Option, presented in Figure 6, differs from Option Three in the provision of two Deputies, one to be located in Washington, D.C., and the other one in the field, with the assignment of specific functions to these Deputies.

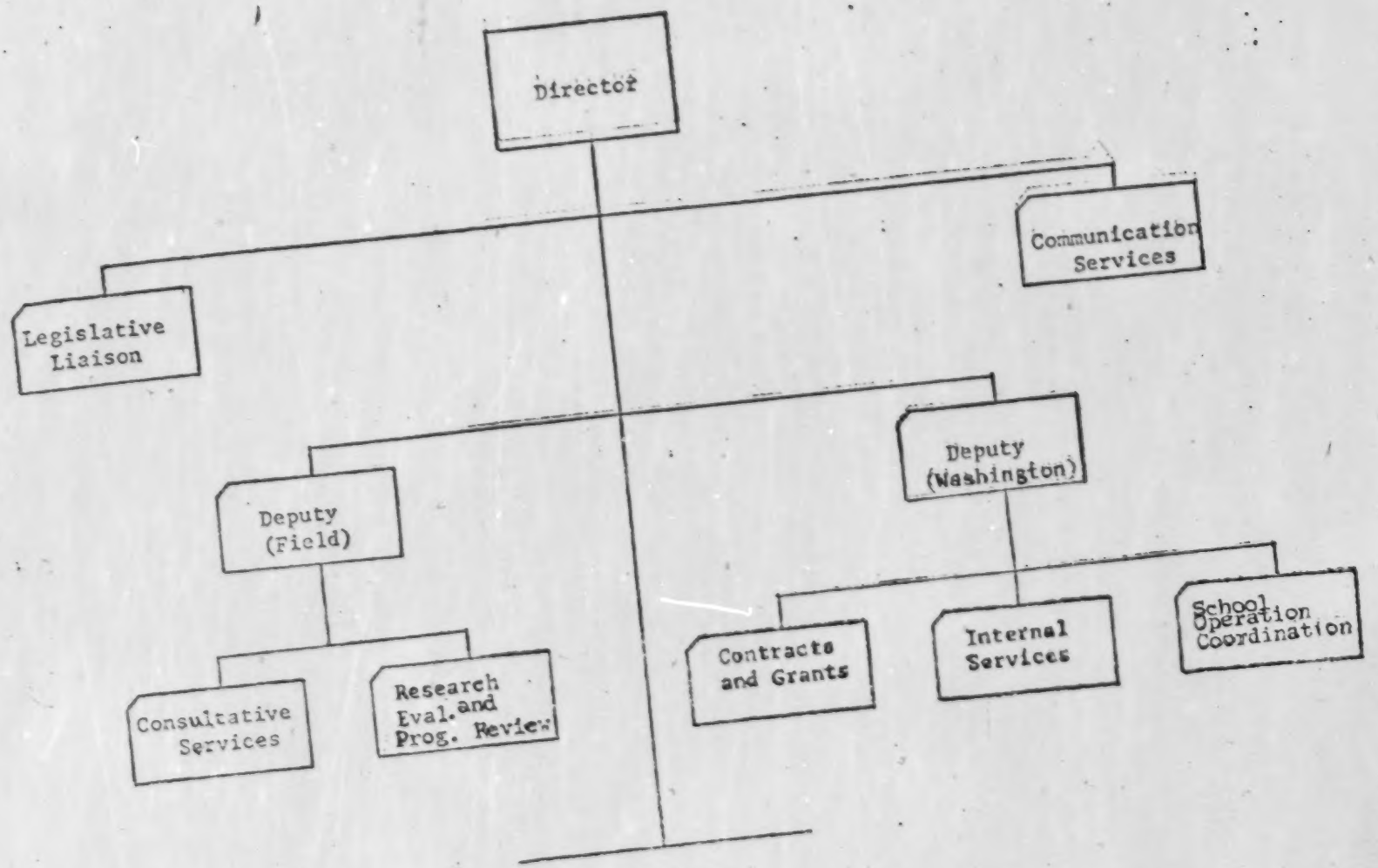
There is an apparent difference in the Legislative Liaison and Communications Services reporting point. However, in Option Three, as well as Option Four, there would probably be a relatively direct flow between the Director and these two functions, so that little real difference exists in the two Options on this point.

A reduction in the span of control is achieved, along with a higher level of control and coordination of field operations. The function of Research, Evaluation and Program Review has been moved to the field unit to provide closer coordination with the Consultative Services. A similar placement of the Research and Evaluation function could, of course, be made within Option Three.

Additional alternatives open within Option Four which the prestige of coordination of the Deputy level makes more practical

Figure Six

OPTION FOUR



are the inclusion of Title programs approval and Film Library and Publications services within the field Deputy's responsibilities.

It is possible that the two-Deputy organization could experience problems in coordination and control, since the total program is no longer the responsibility of either one. They may not enjoy equal status, due to their unequal distance from the Director, the difference in frequency of the opportunity to act for him, and the status and scope of functions under their control. The Task Force unanimously agrees that either Option Three or Four would provide an organization superior to that provided by One or Two. A majority of the Task Force recommends Option Four over Option Three for the Director's consideration.

In considering either Option Three or Option Four, the Director of Education Programs should be mindful of any personnel constraints involved. It is not the intention of the Task Force to recommend an organizational structure which will downgrade present positions. On the contrary, the Task Force feels that the Deputy positions should be at least grade GS-16.

Further Comments on Recommended Options - Options Three and Four have many things in common. First, the nomenclature used to describe the functions performed is similar to that employed by state agencies charged with a comparable responsibility. This would appear to have benefits with respect to coordination.

Further, both Options Three and Four more fully meet the suggested criteria for organization than do other alternatives

considered. Current objectives are also more nearly met. For clarity and completeness, both Options contain all the appropriate functions and give attention to current priorities. In both Options, activities are grouped according to the closeness of their relationship to one another. Span of control is reduced in both Options, with better provision for facilitating coordination and unity of effort. There is a clear line of authority, with a definition of the content of each element. Both Options are better balanced in terms of size and scope and responsibility.

In both Options, Program Planning and Analysis reports to the Director of Education Programs, rather than directly to the Associate Commissioner. Further, both recommend a field location for some functions now in Washington, D.C., and the return to Washington, D.C., of some functions now in the field. Provision is also made for emphasizing the contracting of services to Tribal groups and moving Title programs to a field location for consultation and approval.

Other Recommendations

During the course of the study, the Task Force developed information and perceptions which were either outside the direct scope of, or beyond the depth of, their charter. In certain cases, these items were so significant that it seemed desirable that these conclusions and the recommendations which they generated should be placed on the record. These items are as follows:

Line Authority - If the Education office of the Bureau of Indian Affairs is to be revitalized and made to function effectively, its head must have line authority flowing from the Commissioner, and through him to the field office.

The reasons for this recommendation are compelling. In terms of both the proportion of personnel and the proportion of budget, at least half of the Bureau's resources go into educational activities. In 1966, after years of being submerged in the Division of Community Services, Indian education was placed under an Assistant Commissioner with line authority. In view of the emerging national interest in the education of Indians, this move was hailed as a real breakthrough by critics of the Bureau, inside Government as well as out.

For Educational Programs again to be merged organizationally with other programs under a staff directorship blurs its importance and detracts from its status. We believe that it places in doubt the commitment of the Bureau to education and lends support to arguments for removing the educational function from the Bureau of Indian Affairs.

While the Task Force recognizes that the precise means of accomplishing the objective stated above can best be decided by the Commissioner, it would seem that under the present organizational structure the establishment of a separate Associate Commissioner for Education would be logical.

Adult Education and Adult Vocational Training - The Task Force discussed the possibility of recommending that responsibility for the Adult Education and Adult Vocational Training Programs be moved from their present location in Community Services to Education Programs. Several advantages which would accrue from such a move were noted in the discussion. These advantages included:

- The recognition that education is a lifelong process and the school be involved throughout this process.
- As "community schools", many Federal schools include adult education and training as a part of their program.
- A shift in responsibility would make possible a closer coordination of the counseling which takes place with parents and children.

However, the discussion also revealed that Employment Assistance works with adults on several programs, and that Adult Education and Adult Vocational Training fit into this overall assistance program. Also, there has been considerable success in funding these programs, due in some measure to their visibility under the present structure.

The Task Force recommends that the present organizational arrangement for Adult Education and Adult Vocational Training be continued at this time, with a closer liaison between these and other education programs at all levels, starting with the Washington office. In the Office of Education Programs this liaison responsibility should be a part of the School Operations function.

Title Programs - The administrative responsibility for Title programs should be assigned to the Washington office, with the allocation function placed within Internal Services. The Area or intermediate levels should look to the Central Office for assistance which cannot be obtained locally.

Publications - There is confusion regarding the responsibility for development, reproduction, and dissemination of publications and other communications and instructional media. This responsibility should be given special attention because of its importance, particularly as a means of reaching the general public and as a tool for the instructional program. For the same reason, the Director's office should be directly involved in the initial stages of development of publications and educational material.

Budget Process Revision - If local involvement is to be made meaningful and effective, some attention must be paid to the budget process which is now excessively cumbersome and time-consuming, particularly in relation to Title program funding. It is first necessary to eliminate the multiplicity of formats, submission procedures and dates. This can be done by utilizing central and intermediate administrative units under Education control to handle the mechanics and to assure local input. (Local people are now being buried in a myriad of forms, and there is a temptation for the process to meet the letter of the law but not its spirit. This has led to tokenism in involvement.)

The local school-community process should employ technical consultants for assistance in identifying needs, planning programs,

and setting priorities. The products of these steps can be included in a simple format, with no need (at this stage) for pricing the program or for identifying the various funding sources. There must be evidence of local community involvement and support of the proposed program. (Parent involvement must come at this level.)

Under the recommended system, a proposed program would be submitted to the administrative budget unit at the intermediate level where it would be priced out, determinations made on the most appropriate funding sources, and acceptable proposals developed. This budget package would then be presented for approval or revision to the local unit (Board - Administration), as the level of representative and elected local involvement.

The completed and approved budget package then is submitted to the Central Office-Education Budget review unit whose responsibilities include final budget review and assistance in training the intermediate education budget review units.

The assurance of local participation and involvement complements Indian involvement at higher levels, keeps the involvement meaningful, and properly identifies lay, administrative, and technical roles.

The suggested procedure would also eliminate countless fruitless man-hours spent in developing, understanding, and responding to complicated processes.

CLOSING STATEMENT

One promising observation made informally and formally by the Task Force pertained to a willingness, a readiness on the part of most Central Office personnel to put their shoulders to the wheel and work together to develop and achieve common goals. The readiness itself is important to any change, but in this instance was particularly significant because it was enhanced by a corresponding acceptance of current policies of the Bureau of Indian Affairs. That is, the employees of the Office of Education Programs voiced an eagerness to implement the goals of Indian initiative and involvement in all aspects of their work. This spirit points up potential sources of strength for the application of study recommendations.

In closing, it is suggested that the ingredient necessary to utilize the observed willingness, or readiness, is to be found in the thought behind the Task Force. It was recognized by many that our deliberations and the involvement of all employees reflected a caliber of leadership needed -- leadership which demonstrated and generated in others a subtle but pervasive concern for the Indian child, and which provides the underlying sense of optimism that usually assures success.

APPENDIX A

TASK FORCE APPOINTMENT

OPTIONAL FORM NO. 10
MAY 1962 EDITION
GSA FPMR (41 CFR) 101-11.6

UNITED STATES GOVERNMENT

Memorandum

TO : All Employees of the Office of Education Programs

DATE: April 7, 1971

FROM : Director of Education Programs

SUBJECT: Task Force on Functions and Organization of BIA Washington Office of Education Programs

A Task Force has been appointed to:

Study objectives and responsibilities of the Central Office of Education Programs and make recommendations for the best organizational structure for effective operation.

Task force members are:

1. Mr. L. Madison Coombs, Chairman
2. Dr. William J. Benham, Navajo Area Office
3. Mr. Warren I. Tiffany, Juneau Area Office
4. Miss Betty Goss, Muskogee Area Office
5. Mr. Pete Schmidt, Aberdeen Area Office
6. Mr. Charles Burnett, Central Office
7. Mr. Jerry Waddell, Central Office
8. Dr. Thomas R. Hopkins, Central Office

In keeping with my concern for staff involvement in the development of basic guidelines for the Office of Education Programs, I have charged this group to make contact with each of you. You are encouraged to work with the Task Force and to be as open, objective, and thorough as possible in developing your response to them. This is your opportunity to help and to make your thoughts on the organizational structure of the Central Office known. The Task Force will function from April 12 to May 1, when its final report and recommendations are due. I will appreciate your contribution and cooperation.

James E. Hawkins

James E. Hawkins

IN REPLY REFER TO:
Education--530

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20242

APR 6 1971

Miss Betty Coss
Bureau of Indian Affairs
Muskogee Area Office
Federal Building
Muskogee, Okla. 74401

Dear Miss Goss:

Since returning to the Bureau I have been deeply concerned by the inability of the Central Office of Education to effectively respond to the demands placed upon it. It seems clear that at least part of the difficulty is organizational. I intend to move rapidly to correct this organizational lack. In order to obtain a broad review of the problem I am establishing a Task Force on the Functions and Organization of the Central Office of Education. I invite you to serve as a member of the Task Force.

The Task Force is to be composed of individuals who represent various levels of operation of the Bureau as well as long-time employees and those who have been with the Bureau only a brief period of time.

Please review the supporting documents which present the policies that have been established by the President, the Department, and the Commissioner regarding Indian Affairs in general and Education in particular. These policies should give special direction to the activities of the Task Force. In addition, a draft of proposed redelegation of authorities is included.

I hope that the Task Force will finish its activities and submit a report complete with recommendations by May 1, 1971. The first meeting is to be in Washington on Monday, April 12 at 9 a. m. in room 220 of the Bureau of Indian Affairs Building, 1951 Constitution Avenue, N. W., Washington, D. C. Please use pseudo code K51-01/1-1740-1134 for travel authorizations.

Since the total assignment is to be finished within a three-week period, some pre-meeting planning has been accomplished by the Central Office staff. This is included with the attachments and is to be considered as a suggestion, subject to modification by the Task Force deliberations.

This will be a hard-working group and I am happy that you have accepted the challenge. I look forward to meeting with you on Monday, April 12.

Sincerely yours,

James B. Hawkins

James B. Hawkins
Director of Education Programs

Enclosures

APPENDIX B

OFFICIAL INDIAN EDUCATION

GOALS, FUNCTIONS, AND ORGANIZATION

(4) to provide personal services to help students in Bureau schools and in schools operated by Indians and Alaska Natives overcome individual handicaps through special education, psychological consultation, child guidance and school social work, including diagnostic and remedial services.

(5)

B. The Office of Community Services, under the supervision of a Director, provides special and professional staff assistance related to programs

(1) to assist Indian and Alaska Native communities to achieve the highest possible degree of social, political, and economic independence and self-sufficiency, including Bureau programs for adult education and extension services.

(2) to provide and improve housing for Indian and Alaska Native people and to assist and train them in the initiation and management of housing development and improvement programs.

(3) for providing law and order services and administration of justice on Indian lands, including programs related to law enforcement, training of Indian personnel, operation of tribal courts, crime prevention, probation and parole, juveniles and regulation of trading, hunting and fishing.

(4) for provision of social services to assist Indians and Alaska Natives to deal with social problems, including programs for providing individual counseling; financial assistance for needy Indians on reservations; arranging foster care and appropriate institutional care for dependent, neglected and handicapped Indian or Alaska Native children; cooperation with local or state agencies for whose programs Indians or Alaska Natives may be eligible; and to assist tribes in the development of tribal social service and work experience programs.

(5) for development and improvement of tribal government and political processes, including advice on tribal employment of attorneys and expert witnesses and the preparation of tribal rolls; and for performance of required Bureau actions related to the approval or disapproval of tribal enactments, liaison with the Indian Claims Commission, the definition of beneficiaries of claims awards, and the development of judgment fund legislation.

.1 The Associate Commissioner for Education and Programs exercises the delegated authority of the Commissioner in the line direction of Bureauwide programs for the social, economic and educational advancement of Indian and Alaska Native people. Within the immediate office of the Associate Commissioner are staff personnel to assist in the supervision of school operations and in the planning of program and budgetary matters.

.2 The Office of the Associate Commissioner for Education and Programs at the headquarters includes the following offices which provide specialized staff assistance in the planning, development and evaluation of programs in the areas of educatio programs, community services, and economic development:

A. The Office of Education Programs, under the supervision of a Director, provides special and professional staff assistance related to programs

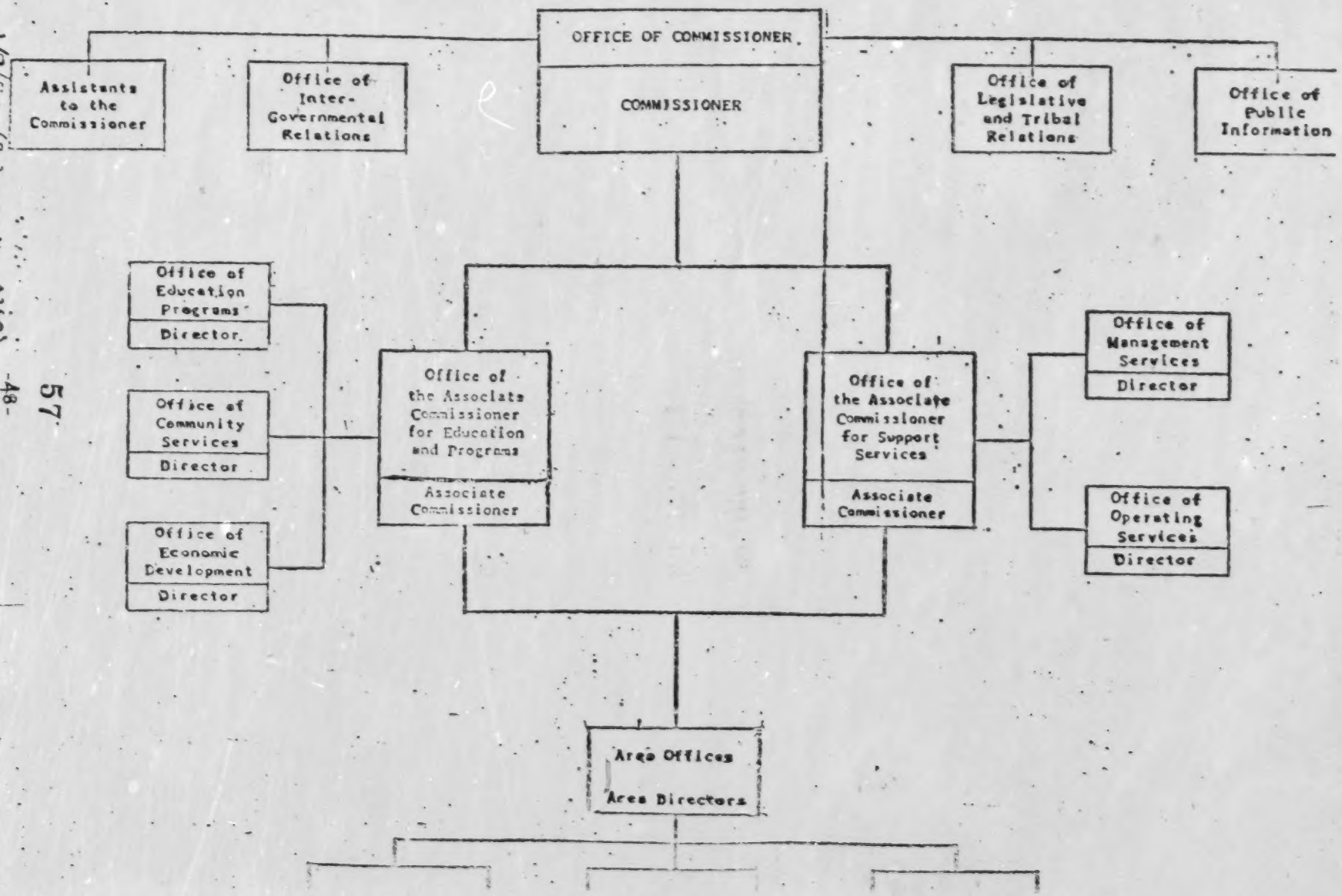
(1) for the conduct of basic and applied research and studies, including evaluation and analysis of educational programs directed toward Indian and Alaska Native students and the compilation and analysis of statistical information concerning the educational status of Indians and Alaska Natives, so as to provide information for wide and long-range applications to the field of Indian and Alaska Native education and for dissemination of such information to professional personne concerned with the education of Indians and Alaska Natives and to Indian and Alaska Native groups who are engaged in their own education programs.

(2) for the development of professional educational standards and specifications for the operation of Bureau school and for the guidance of Indians and Alaska Natives in their own operation of schools, including educational specifications for school facilities, instructional programs and staff development.

(3) for the identification of curricula needs, the development and acquisition of new or revised curricula materia and the integration of curricula improvements into Bureau school operations and for advice and assistance to Indian and Alaska Native people in the improvement of curricula in schools they operate.

1/8/70 (Release No. 1169)
Replaces 11/21/68 (Release No. 1086)

ORGANIZATION BUREAU OF INDIAN AFFAIRS



1/8/70 (Release No. 1169)
Replaces 11/21/68 (Release No. 1086)

CHAPTER 1

ADMINISTRATIVE ORGANIZATION

Section 101. General Information Relative to Program.

.01 Objectives. The basic educational objective of the Bureau of Indian Affairs is to assure adequate educational opportunities for all Indian children of one-fourth or more degree of Indian blood within the continental United States and Alaska. This basic objective includes the following:

A. To obtain school facilities for eligible Indian children not now in school.

(1) To increase enrollment of children in available public and Federal schools.

(2) To secure construction of needed school plants through applicable laws and appropriations. For example, Public Law 815, 81st, Cong. (64 Stat. 967) as amended August 8, 1953 (67 Stat. 522), and Navajo-Hopi Rehabilitation Act, 81st Cong. (64 Stat. 44).

(3) To provide temporary facilities to meet emergency situation

(4) To initiate other less traditional arrangements for providing educational oportunities for children in isolated family units.

B. To carry out an effective program for children in Federal schools designed to prepare Indians for successful living.

(1) To develop in children basic academic skills.

(2) To give children an understanding of the social and economic world and to help them secure improved standards of living.

(3) To develop understandings and practices which will assure optimum health.

(4) To provide vocational training which will qualify youth for gainful employment.

(5) To provide adequate training for students desiring to enter special schools and institutions of higher learning.

(6) To make available financial aid and other assistance to qualified students seeking advanced training.

(7) To provide guides for planning and conducting local school programs based on the needs of children.

(8) To develop materials and teaching aids.

(9) To provide opportunities for professional growth of employees through in-service training, conferences, seminars, workshops, meetings, advanced courses.

(10) To provide for research and surveys.

(11) To provide technical consultation in guidance, health education, home living, and other fields.

C. To secure for all Indian children the educational opportunities provided for other citizens through our system of public education.

(1) To transfer the operation of Federal schools and school plants to public school districts through orderly procedure.

(a) To secure the active participation of local Indians, employees, and public school officials and patrons in all phases of the transfer.

(b) To propose transfers to local school districts title to school lands and property.

(2) To assure adequate educational programs in public schools enrolling Indian children.

(3) To provide financial aid to qualifying public schools.

D. To develop on the part of Indian groups, State and local school officials recognition and acceptance of their full responsibilities for the education of Indians.

(1) To furnish adequate information concerning responsibilities and pertinent facts needed for determining decisions.

(2) To cooperate with other groups in formulating principles underlying responsibilities.

E. To retain the valuable elements of Indian life and to strengthen the pride of Indian groups and the recognition by non-Indians as to the contribution of the Indian heritage to the national life.

(1) To include information regarding the various Indian cultures in the school curriculum.

(2) To interpret Indian cultural values to non-Indian groups.

F. To secure regular school attendance of all Indian children until they graduate.

(1) To cooperate with parent-teacher associations and local organizations in securing acceptance by Indians of responsibility for regular attendance.

(2) To cooperate with officials in securing enforcement of applicable attendance laws when other means fail.

G. To appraise periodically the need for boarding schools.

(1) To accept applicants for boarding schools on the basis of established criteria and admit only those for whom adequate provision cannot otherwise be made.

(2) To close boarding schools which established criteria indicate are no longer needed.

.02 Authority. Administration of the Indian School Service is vested in the Commissioner of Indian Affairs, subject to the direction of the Secretary of the Interior. (Act 35 Stat. 72; 25 U.S.C. 295)

.03 Policy. It shall be the policy of the Bureau of Indian Affairs to accomplish these objectives either directly or by arrangements with States, public or mission schools. Wherever adequate school facilities are available, Indian children shall be enrolled in the local public schools. Where such facilities are not available, Indian children may be enrolled in Federal Indian schools.

63 IAM 1.2.1
12/18/59

19

ORGANIZATION AND FUNCTION CHART

Bureau of Indian Affa
Washington Office

Branch of Education

Research Advisor

Education program research.

Federal School Operation Section

Develops policies, plans, materials, guides & standards for Bureau schools. Conducts program audits; provides in-service education, research, film, library, visual aids, & publications services to Bureau personnel & schools. Maintains liaison with Branches of Personnel & Welfare & Federal & non-Federal agencies & organizations.

Field Technical Unit

Develops & evaluates standards for Federal school programs; provides assistance to Federal schools in film, library & visual aids services; appraises instructional, feeding & dormitory operations in Federal schools; develops instructional materials; provides technical assistance in development of specifications for instructional equipment.

Non-Federal School Operations Section

Develops policy & procedures & evaluates programs related to assistance to public schools; provides liaison with State education personnel & personnel in related programs in other agencies. Develops policy & plans for & evaluates adult education & scholarship programs. 1/

School Facilities Assistance Section

Collaborates with Areas in developing long-range school construction needs & standards & coordinates educational needs with Bureau construction program. Provides technical assistance to field personnel in proper care & use of new equipment & buildings & collaborates in development of school equipment specifications. 2/

School Management Sect

Provides basic data for educatio program planning, budget justif tion & financial programs. Dra legislation & legislative repor Provides clerical, stenographic housekeeping assistance. Advis professional staff on administr tive & management matters, & pr vides liaison with other administrative & management branches

1/ Three positions at Intermountain

2/ Three positions at Albuquerque

OFFICE OF EDUCATION FUNCTIONS
((Unpublished and Unofficial)

The Office of the Assistant Commissioner for Education advises the Commissioner, Deputy Commissioners, and Area Directors on the management of education programs within the Bureau. It directs the development, evaluation, and execution of programs designed to provide educational opportunities which meet the needs of Indian children, including Native children of Alaska. Through its direction, the Indian people are encouraged to participate in the operation of education programs. The Office supervises the efforts of the Bureau promoting assumption by various States of the responsibility for the education of Indian and Native children through public school systems. Within the Office are the following Staffs and Divisions:

(1) The Research and Evaluation Staff assists the Assistant Commissioner for Education in conducting or causing to be conducted basic research and evaluation studies the results of which provide information for wide and long-range applications in the field of Indian education. It serves as a coordinating point at which problems and vaguely defined needs of the total education program are assembled, evaluated and articulated into the nature and amount of data and information required. The Staff arranges for the information to be gathered, either directly by the Bureau or by other agencies and contractors. It also develops and operates a system for disseminating technical information received from such studies and evaluations to program units for development of program applications.

(2) The Program Planning and Fiscal Management Staff assists the Assistant Commissioner for Education in coordinating the educational program planning activities of the Bureau and allocates funds based on established priorities. It develops PPB oriented cost-effectiveness systems for program development and operation. The Staff maintains general statistics required in the planning of programs and makes fiscal surveys of current and long-range programs for a comparison with alternative approaches. It also helps prepare the education budget for the Bureau.

(3) The Program Development (Legislation) Staff assists the Assistant Commissioner for Education in reviewing proposed, pending, and enacted legislation to stimulate and coordinate Bureau participation in all opportunities for improved Indian education. It assists in the initial development of new education programs, the qualifications for which are not found in the requirements of any existing projects, and develops the requisite administrative and contract procedures. The Staff reviews proposed projects from the field and assigns each to the proper Division for further substantive study. It maintains liaison with legislative staffs of the Bureau, the Department, and other agencies concerned with education and, upon assignment, works with Congressional Committee Staffs.

(4) The Division of Curriculum Development and Review provides assistance in the development and evaluation of programs and policies for determining curricula requirements and development and implementation of curricula. The Division assists in the development of curricula specifications for contract studies and monitors the studies once they are underway. With material content gained from such studies and that obtained from field testing and consultations, it develops broad curricula outlines; the outlines are formed in units and combinations to permit necessary adaptations and conformities by Area and local staffs depending on the prevailing educational conditions. The Division provides field demonstrations for curriculum material use and reviews its effectiveness after implementation. The Division includes branches of General Support, Language Arts, Early Childhood Education, and Social Sciences.

(5) The Division of Instructional Services provides assistance in the development and evaluation of programs and policies for school administration and instructional procedures in the field. It directs the administrative operation of school systems, including boarding facilities. The Division directs the operation of instructional systems developed for the implementation of substantive educational programs. It develops and interprets methods and standards of instruction. It also directs the operation of teacher training and orientation programs. The Division includes branches of School Administration and Instructional Methods and Training.

(6) The Division of Public School Relations provides assistance in the implementation of Federal legislation relating to Indian and Alaska Native children in public schools--management of the Johnson-O'Malley Program--administration of higher education programs, and in the development and evaluation of programs, policies, and legislation to provide the transfer of Bureau schools into public school systems. It encourages and assists the establishment of Indian boards of education, and it searches for other means to give Indian people experience and authority in the administrative operation of school systems. When the resources are available and when there is a desire by tribes for such responsibility, the Division develops programs providing for tribal operation of school systems under formal agreements.

(7) The Division of Pupil Personnel Services provides assistance in the development and evaluation of programs, policies, and legislation to provide personal services to help students of Indian schools overcome individual handicaps through special education, psychological consultation, child guidance, and school social work. It provides consultive services, in the related professional fields, for students within and without the classroom to aid them in their psychological development. It develops procedures and methods for diagnostic and remedial services and makes periodic reviews to evaluate their effectiveness and recommends adaptations of new and improved techniques when applicable. The Division

includes branches of Special Education, Guidance and Counseling, Psychological Services, and School Social Work.

(8) The Division of School Facilities, in coordination with the Office of the Assistant Commissioner for Engineering, provides assistance in developing physical facility requirements for the Bureau education program. It assists in the development of long-range plans for construction and maintenance of school buildings and develops criteria for the management of school space and the procurement of school equipment. It also assists in the selection of school sites.

APPENDIX C

OUTSIDE INFLUENCES

APPENDIX C

ADDITIONAL DETAILS ON OUTSIDE INFLUENCES (IN SUPPORT OF CHAPTER IV)

Other Federal Departments and Agencies

1. Department of Health, Education and Welfare
   a. Indian Health Service
   b. U. S. Office of Education

      ESEA - Titles I, II, III, Bilingual, etc.
      NDEA Titles
      Teacher Corps
      Head Start
      Higher Education
      Bureau of Research
      Regional Laboratories
      Office of Indian Education

2. Office of Economic Opportunity
   a. Community Action Programs
   b. Early Childhood Programs
   c. VISTA
3. Department of Labor
   a. Manpower Development Training (Indian Desk)
4. Department of Housing and Urban Development
   a. Indian housing

Indian Organizations.

There are several private Indian-interest organizations which devote some or all of their efforts to the betterment of American Indians. Among the best known are:

Americans for Indian Opportunity

Adoption Resource Exchange of North America
Sponsored by the Child Welfare League of America
44 East 23rd Street
New York, N. Y. 10010

American Friends Service Committee, Inc.
160 North 15th Street
Philadelphia, Pa. 19107

American Indian College Foundation
1419½ Elizabeth Avenue
Charlotte, N. C. 28204

American Indian Historical Society
1451 Masonic Avenue
San Francisco, Calif. 94117

Arrow, Inc.
822 Dupont Circle Building
1346 Connecticut Ave., N. W.
Washington, D. C. 20036

Associated Executive Committee of Friends on Indian Affairs
404 A Avenue
Central City, Nebraska 68826

Association on American Indian Affairs, Inc.
432 Park Avenue South
New York, N. Y. 10016

Lutheran Council in the USA
Department of Church and Community Planning
130 North Wells Street
Chicago, Ill. 60606

Bureau of Catholic Indian Missions
2021 H Street, N. W.
Washington, D. C. 20006

Friends Committee on National Legislation
245 Second Street, N. E.
Washington, D. C. 20002

Futures for Children
5612 Parkston Road
Washington, D. C. 20016

General Conference of Seventh Day Adventists
North American Missions Committee
6840 Eastern Avenue, N. W.
Washington, D. C. 20012

Indian Rights Association
1505 Race Street, Room 519
Philadelphia, Pa. 19102

LDS Indian Student Placement Program
10 South Main, Suite 331
Salt Lake City, Utah 84101

The Lutheran Church Missouri Synod
Department of Social Welfare
210 North Broadway
St. Louis, Missouri 63102

Office of National Indian Ministry
Consultant
The Lutheran Church Missouri Synod
2116 South Minnesota Avenue
Sioux Falls, S. D. 57105

Save the Children Federation
Boston Post Road
Norwalk, Conn. 06852

Lutheran Social Services of
South Dakota
600 W. 12th Street
Sioux Falls, S. D. 57104

Michigan State Commission on
Indian Affairs
946 College Drive
Sault Ste. Marie, Mich. 49783

National Congress of American
Indians
1346 Connecticut Ave., N. W.
Room 1010
Washington, D. C. 20036

National Council
Executive Council of the
Episcopal Church
Second Avenue
New York, N. Y. 10017

National Council of the Churches
of Christ in the U.S.A.
Division of Christian Life and
Mission
475 Riverside Drive
New York, N. Y. 10027

National Indian Youth Council
1 Garden Circle
Berkeley, California 94705

Southwestern Association on
Indian Affairs, Inc.
P. O. Box 1964
Santa Fe, New Mexico 87501

United Church of Christ
Division of Church Extension
287 Park Avenue
New York, N. Y. 10010

The United Methodist Board of
Christian Social Concerns
Div. of Human Relations and
Economic Affairs
The United Methodist Building
100 Maryland Avenue, N. E.
Washington, D. C. 20002

United Presbyterian Church
Board of National Missions
475 Riverside Drive
New York, N. Y. 10027

United Scholarship Service
P. O. Box 18285
Capitol Hill Station
Denver, Colo. 80218

Non-Indian and Non-Federal Agencies and Organizations

The following organizations are representative of those directly and significantly involved in Indian education:

1. National Education Association
2. State Departments of Education
3. Teachers' Unions
4. Universities and Consortiums
5. NAACP
6. Foundations
   - Ford
   - Kettering
   - Carnegie
   - Mott
   - Donner
   - Danforth

The following organizations have indicated that they have some need for volunteer (V), summer (S), or full-time (F-T) employees. Contact each directly for further information.

Personnel Referral Service Board of National Missions (V,F-T)
The United Presbyterian Church, U. S. A.
Room 1126, 475 Riverside Drive
New York, New York 10027

(Volunteers considered for any positions in line with their training and interest. Applicants should specify that they wish to work with Indians.)

Saint Christopher's Mission (V, S)
Bluff, Utah 84512

(A mission of the Episcopal Church. Welcomes work groups. Write for particulars.)

Americans for Indian Opportunity (V)
1820 Jefferson Place, N. W.
Washington, D. C. 20036

(Recently organized, AIO plans to serve as a national clearing house for Indian and non-Indian volunteers to work with Indian organizations and tribes.)

The American Indian Foundation (V)
26265 West River Road
Grosse Ile, Michigan 48138

American Friends Service Committee (V,F-T)
160 North 15th Street
Philadelphia, Pennsylvania 19102

(Address requests to Personnel Division, American Friends Service Committee, for information on work camps or employment. Specify that you wish to work with Indians.)

Gallup Indian Community Center (V)
W. Maxwell Avenue
Gallup, New Mexico

(Interested in Indian student volunteers only and especially those who are leaving high school or college and anticipate returning to their reservations with community development in mind. Age 16 or over.)

APPENDIX D

FUNCTIONAL LOCATION CONSIDERATIONS

APPENDIX D

FUNCTIONAL LOCATION CONSIDERATIONS
(IN SUPPORT OF CHAPTER V)

Location of functions

The factors for consideration in locating each of the major Education Programs - functions in or outside Washington are summarized below:

WASHINGTON, D. C.	FIELD
School Operations	
Close to power (Director - Commissioner - Secretary of Interior) Sensitivity	Closer to action.
Internal Services (Records & Reports Element)	
Near budget activity and other elements Close to rest of Internal Services	Near computer, for input control (Albuquerque)
Contracts and Grants	
(Option 1) Close to Congress Status Liaison	(Option 2) Closer to Area Offices
Consultative Services	
Would provide Director with local competence in this function	Economy a. travel b. available facilities Closer to action Quicker response Inadequate accommodations (Brigham City, Utah)

WASHINGTON, D. C.

FIELD

Communications

Serves as arm of Director

Research Evaluation and Program Review

(Option 1)

Closer to resources

(Option 2)

Closer to action and laboratory situations. (especially Program Review)